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A STUDY OF THE PROGRAM OF THE FAMILY SERVICE
ASSOCIATION OF GREENVILLE, SOUTH CAROLINA
1937-1946

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CHAPTER I

INTRODUCTION

Purpose of the Study

The purpose of this study is to show the functions of the Family Service Association of Greater Greenville, South Carolina and to determine the philosophy that underlies its practices and policies. This study further aims to reveal the kind of services offered to clients and to ascertain whether that service included the utilization of community resources.

Statement of the Problem

An adequate Family Service Organization should be an essential part of every community. Family Social Work has as its objective the strengthening of family life generally and the helping of families and individuals in developing both the capacity and the opportunity to lead personally satisfying and socially useful lives.¹

In Greenville as in other cities there are those causal factors which contribute to individual and family breakdown. Among them are illnesses both physical and mental, injury, unemployment, inadequate income, poor housing and family discord. Such problems sometimes make it necessary for individuals to seek specialized help. The need therefore for the organizing of a family agency was apparent in Greenville. Hence family social work in

¹Social Work Year Book, 1945, (Russell Sage Foundation), New York, p. 151.

Greater Greenville, South Carolina evolved out of the desire of interested people in the community to provide specialized help to family groups whose relationships have been threatened or weakened by illness, unemployment, domestic discord and inadequate income.

Scope and Limitations

This study was limited to The Family Organization of Greater Greenville, South Carolina. This agency was organized in 1937; consequently, the period covered in this study included the years 1937 to December 31, 1946.

The material used in this study was limited first to periodicals and histories that were made available by the Family Welfare Association of America; and second to minutes of the Board meetings and annual reports from the files of the Family Service Association, Greenville, South Carolina.

Method of Procedure

The method of procedure included first a careful study of material from periodicals and histories furnished by the Family Welfare Association of America; information available at The Family Service Association, Greenville, South Carolina. The minutes of the Board meetings and annual reports from the Family Service Agency, Greenville, South Carolina were summarized to form the main chapters of the study. In addition to these, articles published on organization, administration and function of private family agencies were used to explore, clarify and interpret the philosophy, practice and services of the Family Agency of Greenville, South Carolina.

CHAPTER II

BACKGROUND OF THE FAMILY WELFARE MOVEMENT

Mary Richmond said:

There was real teaching in the world long before there was a science or art of teaching; there was social case work long before social workers began, not many years ago, to formulate a few of its methods and principles. Almost as soon as human beings discovered that their relationship to one another had ceased to be primitive and simple; they must have found among their fellows a few who had a special gift for smoothing out tangles in such relationships; they must have sought, however informally, the aid of these "straighteners" as Samuel Butler calls them.¹

European Background

The words quoted by Mary Richmond, no doubt, have wide significance and force us to realize that throughout the history of human races man has had the desire to help his neighbor. However, it was not until the fifteenth and sixteenth centuries that efforts were organized to help the poor and the destitute. Beggars abounded in great numbers and often took advantage of those who aided them. Early private charity was indiscriminate and public relief repressive. The former was dominated by the idea of religious merit in giving and the latter by that of need as the fault of the individual.

In 1586 St. Vincent de Paul, a French priest, voiced a protest against indiscriminate almsgiving and at the same time instituted a scale, never before known, a system of friendly visitation to the poor. This practice was destined to play an important part in various programs of charity

¹Mary Richmond, What Is Social Case Work? (New York, 1922), p. 5.

organization itself.¹ The system provided women of different parishes to visit needy families in their locality. Relief, which had been established for the needy was given to the aged, the sick, and children. Other needy individuals were given financial assistance in accordance with their ability to earn. The emphasis was on the alleviative aspects, and the assumption was that the secret of man's misery lay in the lack of opportunity or in ignorance.²

Germany.--The second important development in private social work began in Germany in 1711 and was entitled the "Hamburg System." Two Germans, Professor J. G. Bush and Casper Von Voght, a merchant, worked out the following organizational plan:

1. Creation of a central bureau to supervise all the work for the poor, and to bring all charitable agencies under one management in order to prevent overlapping and also to put a stop to indiscriminate almsgiving.
2. Sub-division of the city into small districts in each of which a competent citizen should personally investigate the conditions of all the paupers and the semi-paupers, that the exact needs of all might be known, that the deserving might be discovered, the undeserving rebuked, and that no more relief should be given than was absolutely necessary.
3. Methods to remove the cause of distress and pauperism by compelling the able-bodied to work, by making the homes of the poor more healthy, by providing work for the unemployed by giving the industrial training that they might grow up to self-depending citizens.³

England.--The English contributions to the development of the family welfare movement came in the nineteenth century. In 1796 Thomas Bernard, the Bishop of Durban, William Wilberforce and others founded in London "The

¹Frank Watson, Charity Organization Movement in the United States (New York, 1922), p. 18.

²Margaret Miller, "Modern Use of Older Treatment Methods," Proceedings of the National Conference of Social Work (Seattle, 1938), p. 205.

³Frank Watson, op. cit., p. 21.

Society of Bettering Conditions and Increasing the Comfort of the Poor."

Its aim was to further the promotion of happiness as a science. Shortly thereafter, in 1805, the London Mendicancy Society was established in Edinburgh with sub-committees for investigation, for education and for the supply of food.

In 1844 Lord Shaftesburg was chairman of the Society for improving the Condition of the Laboring Classes, the object of which was improvement of housing conditions. The interest aroused by this society and the work of Octavia Hill stimulated by 1869 the growth of at least eight associations working for reform.

During the 1860's the London industries were seriously affected by the American Civil War. Textile mills had to be closed when cotton could not be imported from the United States. This brought about the relief problem of which Loch says, "Misery and destitution seemed to feed and multiply on the relief given." Consequently, there was need for closer cooperation between the poor law authorities and the dispensers of private charity. Large emergency funds and prodigal private giving were nullifying the intended repressive effect of the public poor law. Organization and coordination of these two sources were to prevent the "spread of pauperism and demoralization of people." Accordingly in 1869 a group organized a voluntary society called the Society for Organizing Charitable Relief and Repressing Mendicants, a title which was soon popularly abbreviated into Charity Organization Society.¹

The crown of the English system of public and private philanthropy was the Charity Organization Society. Although strictly a voluntary organization,

¹Ibid., p. 225.

it coordinated public and private relief agencies and was a keystone of social work in every locality in which it existed. The society was successful in greatly reducing the number of persons receiving assistance in London and by its method and plan of organizations throughout the English-speaking world. Some of the aims of the English society were:

1. To correlate and systematize the activities of relief giving agencies already in existence.
2. It aimed at the evil of pauperism by rational coordination of all charitable enterprises by securing intelligent action in each case based upon careful investigation of the facts and by rehabilitation of the individual through encouragement in habits of thrift, independence and industry.
3. It did not give relief except in cases in which relief could not be obtained from cooperating agencies, and in emergencies.
4. Investigation properly conducted accomplished these things: revealed the causes of distress, showed in what way help could be given, and detected imposture and protected the giver.
5. Investigations were carefully recorded and filed in a registry of cases in the central office.
6. Restoration of the dependent person to self-support was to be accomplished by the "Almoner," the person who administered the relief.¹

In short, the charity organization movement was a product of humanitarianism with the scientific spirit. Its aim was primarily the permanent welfare of the poor rather than temporary alleviation of misery. It stressed the constructive rather than the negative and repressive measures.

American Development

In the United States in the middle of the nineteenth century general relief-giving societies were organized in nearly all large cities usually

¹Ibid., pp. 226-227.

under the title of "Societies for the Improvement of the Conditions of the Poor." As indicated by the name, these societies were ready to undertake any sort of humane task within their ability. It was their purpose to find work for all willing to do it, to investigate all applications for relief thoroughly, to raise the needy above the need of relief, and to relieve directly such want as seemed to require it.¹ However, these societies rarely employed the friendly visitors and since they were invariably dispensers of material aid, their function sank to the level of almsgiving. The current public sentiment was that every penny spent in administration was so much subtracted from the poor, and that the best management was that which entailed the least cost in getting bread and soup to the hungry, and shelter, fuel and clothing to the cold.²

It was the industrial depression following the commercial crisis of the autumn of 1873 that threw multitudes out of employment and made heavy demands upon the benevolent. This seemed to afford the starting point for the examination and reformation of the prevailing methods of charity. There were three places, (1) Germantown, suburb of Philadelphia, (2) Boston, and (3) Buffalo, in which the charity organization society movement had almost, if not entirely, independent American beginnings.³

¹Amos G. Warner, American Charities (New York, 1903), p. 454.

²Charles D. Kellog, "Charity Organization in the United States," National Conference of Charities and Correction (1893), p. 53.

³Frank Watson, op. cit., p. 175.

CHAPTER III

THE EARLY YEARS OF GREENVILLE'S PRIVATE CHARITY ORGANIZATIONS

In order to have a broad base for this study of the Family Service Association in Greater Greenville, South Carolina it is important to give its location, and to make a few remarks pertaining to its developmental history.

The City of Greenville.--Soon after the beginning of the war of the Revolution, Cherokee Indians owning lands in the extreme western portion of South Carolina were overwhelmingly defeated in an engagement with the patriot forces. On May 20, 1777, they surrendered to the colony their remaining territory. On March 22, 1786, the South Carolina General Assembly passed an act creating Greenville County--the 22nd county of the State in point of age. In 1797 a county seat was laid out and called Pleasantburg, but in 1831 the name was changed to Greenville.

Some would have it that Greenville was named for the famous Revolutionary War leader, General Nathaniel Greene. Other students of Greenville history believe the present name had its origin in the verdent aspects of the countryside.¹

Greenville County, South Carolina is located in the northwestern part of the State. North Carolina forms its boundary north, Spartanburg County is east, Laurens and Abbeyville Counties are south and Anderson and Pickens

¹Greenville City Directory, 1945, (Courtesy of the Greenville Chamber of Commerce), p. 13.

Counties are west and northwest. The County is wedgeshaped, having a width in the extreme north of about 33 miles, and in the central and south of about 17 miles. From north and south the length of the County is approximately 48 miles. This gives the County an area of 790 square miles or 505,600 acres.¹

Greenville is situated in the apex of triangular-shaped South Carolina... County seat of the most populous, the wealthiest, and generally acknowledged the most progressive of the State's forty-six counties.²

The Greenville City limits have been essentially the same since 1869; namely, a circle only two and half miles in diameter. Census Bureau figures listed for the year 1940 the Greenville metropolitan area as constituting a city of more than 75,000 people. On January 1, 1944 the total county population was estimated at 174,000. Approximately 40 percent (13,982) of the Greenville city population is Negro.³

Greenville's Private Charity Organization Development

In Greenville, as in most cities of its size in the United States, the changing attitudes toward helping people in trouble is reflected in the history of its agencies. In the early days when Greenville was a village, giving was a personal matter. Individuals in need were cared for by their relatives, their neighbors, and their churches. As the population grew, relationships between people became more impersonal and there were many

¹Watkins, W. I. (in charge) Snyder, and Smith, Soil Survey of Greenville County, South Carolina, p. 189.

²"Greenville, Metropolis of the Famed Piedmont Section of South Carolina," issued by Greenville Chamber of Commerce, p. 1.

³Ibid., p. 2.

more people needing assistance, so organizations developed.

In 1910 the interested women in Greenville organized the Charity Aid Society through which they assisted the poor. This organization stimulated the County to build the County Home because the situation for the homeless became so acute.¹

Shortly after the building of the County Home of the Salvation Army was organized in Greenville and was supported by local contributions. The Salvation Army gave material relief and conducted religious meetings. This was the relief program of Greenville, South Carolina until World War I which ended in 1918.

With the war new types of community welfare programs developed. The greatest one being that which served the families of the men in service. Greenville had to care not only for its own servicemen and their families but also for the families of the soldiers stationed near by at Camp Sevier. Out of this service grew the Home Service Work of the American Red Cross. This organization answered the needs under the able leadership of Reverend Frank Juhan, now Methodist Bishop of Florida. He did a valiant service with personnel trained by the American Red Cross. Funds were supplied by the local and National American Red Cross drives.²

After the war this interest in service to people above the extreme poverty line was continued. The community recognized the need for service beyond mere basket charity. As a result in 1920 a local family service agency financed by local contributions was developed to care for the needy.

¹Printed material supplied by Miss Laura Smith Ebaugh, Professor of Sociology of Furman University, Greenville, South Carolina, p. 1.

²Ibid., p. 1.

Because this program was merely relief giving it merged with the American Red Cross Chapter in December, 1921.

During this post-war period the community leaders became aware of the inconvenience and confusion resulting from individual fund raising campaigns by individual agencies; consequently, under the leadership of the president of the Chamber of Commerce, the Community Chest was organized in February, 1922 as the Greenville Community Fund and its first campaign was conducted in April of that year.

Records in the Chest office indicated that the following organizations were the original members of the Greenville Community Fund: American Red Cross, Booth Memorial Hospital, Brunner Home, Hopewell Tuberculosis Association, The Playground Association, Salvation Army, Travelers Aid Society, Y. M. C. A. and Y. W. C. A.¹

The Community Fund development brought about a cooperative and friendly relationship between the various agencies. There was also a fairly complete understanding by most agencies of the services rendered by others. However, there was not an integrated community program, with each agency considering itself a part of the total community plan.²

By 1936 the Community Chest of Greenville had functioned for fourteen years. Member agencies had cooperated in the Community Chest both in financial and social planning.

In November, 1936 the Greenville Council for Community Development had watched the progress of giving to the needy and the members recognized that

¹Ibid., p. 2.

²The Greater Greenville Plan: Survey Under the Auspices of the Community Chest and Council, p. 48.

a family case work agency for the prevention and treatment of family problems was essential to any community plan. They also realized that the relief given by the existing public agencies was frequently inadequate and limited by statutory law; hence, this council proposed for Greenville a Council of Social Agencies and a Family Welfare Society.

CHAPTER IV

THE FAMILY WELFARE SOCIETY FROM 1937 to 1946

The citizens of Greenville stimulated by the County Council for Community Development increasingly recognized the causes of poverty and the failure of individuals to adjust to their social environment. This led to the organization of the Family Welfare Society. The plan for this Agency from the beginning was to help individuals and families to solve the problems they faced by individual consultation and case work treatment. In addition to this social case work service the Agency was to concern itself with conditions in the community which impeded or prevented individuals and families from leading satisfying and useful lives both personally and socially.

General Developments

By November 1936, facts that warranted the organization of a Family Agency had been gathered under the supervision of Furman University of Greenville, South Carolina. This survey had been supported by the Russell Sage Foundation. On the basis of those findings a consultant of the Family Welfare Association of America came to Greenville. The consultant had been invited by a committee of the Greenville County Council to assist in setting up the Family Agency. The Social Welfare Consultant of the County Council and the representative from the Family Welfare Association of America called together a group of citizens, from which group the first Board of the Family Welfare Society was selected.

The Community Chest guaranteed the budget and a charter which was

requested by a committee of the County Council was granted in November 1937 by the South Carolina State Department of Public Welfare.¹

Purpose.--The purpose of the Family Welfare Society in Greenville as outlined in the charter was as follows:

1. Wherever possible to restore disadvantaged families to social self-sufficiency and normal life, by means of careful planning and carrying out such plans, which may involve relief, employment, medical care, education, and the solution of family difficulties of all kinds whether due to internal or external causes.
2. To take part in the community's program for social betterment, seeking in council with other agencies--to lessen those abuses in society which are causal factors in undermining the well-being of individual families.
3. To serve as a cooperative center for all agencies interested in the various phases of family social work.²

Executive Selection.--From the beginning an effort was made to obtain a qualified social worker as executive, but since none was immediately available a temporary arrangement was made until a permanent executive could be obtained. The temporary executive had nothing to offer but "good will." Her only experience was that of working with clubs in a mill village on the outskirts of Greater Greenville, South Carolina. She served the Agency from November, 1937 to January, 1939.³ An additional worker who had some graduate training in social work in a school not accredited by the American Association of Schools of Social Work was employed as case worker on a part time basis. This worker also had part time employment at the Greenacre Home for Girls.

¹Ibid., p. 4.

²Ibid., p. 2.

³Minutes of the Board of the Family Welfare Society, Greenville, South Carolina, January 1939.

On January 1, 1939 the Directors of Volunteer Service for the Junior Charities became executive of the Agency. Greenville completely accepted her and recognized her views because she had worked with the social welfare programs prior to receiving her professional training and was a native of that city. Before accepting the above mentioned position with the Greenville Family Welfare Society she organized a Family Welfare Society in Durham, North Carolina under the sponsorship of Durham Junior League.

Sponsoring Groups.--The Council of Church Women was organized as an auxiliary to the Family Welfare Society. This organization was of valuable service to the Society not only as a supplementary relief resource but also as an interpretive medium.

The Junior Charities accepted the Family Welfare Society as their sponsoring Agency January 1, 1939. From that time until December 31, 1943 the Junior Charities made substantial monthly cash contributions to the agency.

Agency Cooperation.--The Social Service Exchange is a central clearing bureau in which the case records of social and health agencies are registered. The purpose of the Exchange is to facilitate exchange of information between the agencies; thus enabling them to coordinate their work, avoid duplication of services and plan more constructively with the families and individuals who came to them for help.¹ In an effort to carry through the objectives of the Society as listed in the charter--that of planning and preventing the overlapping of agency programs, the Greenville

¹Social Service Exchange, Social Work Year Book, Russell Sage Foundation, New York, p. 441.

Family Welfare Board and staff offered leadership in planning for a Social Service Exchange. The Social Service Exchange was supervised by the Executive of the Family Welfare Society and the actual work was done by the Junior Charities. In February 1940 the Exchange became an integral part of the Community Chest program.¹

Legal Aid.--Legal aid is the term most commonly used to describe a social service which provides needy clients, where necessary, with the skilled service of an attorney. The law cannot enforce itself and the noble principle that all men--rich and poor alike--are equal before the law becomes a hollow abstraction to thousands of indigent persons who cannot pay an attorney's fee and whose cases are such that they are unremunerative on a contingent fee basis.² The statement that "whatever equality is theoretically conferred on by the eternal truths of democracy is denied to many by the equally immutable principles of economics" is true.³

Feeling the need of legal aid as part of a well rounded community welfare program the Family Welfare Board of Greenville in cooperation with the local bar association established a legal aid program on a volunteer basis in May, 1940.

A different panel of lawyers served each month as the program and the demands upon it grew lawyers were glad to clear their free work through an authorized agency. As results the exploitation of the poor in Greenville diminished.⁴

¹Minutes of the Board Meeting of the Family Welfare Society of Greenville, South Carolina for February, 1940.

²Ibid.

³Earl N. Parker, "Legal Aid," Social Work Year Book (New York, 1945), p. 24.

⁴Minutes of the Board Meetings of the Family Welfare Society, op. cit.

Negro Staff Member.---September, 1940 marked a turning point in the race relations in Greenville, South Carolina leading toward the development of a sound program of social welfare. The Family Welfare Board of Directors approved the employment of a trained Negro on the agency staff. The selected person was a graduate of the Atlanta University School of Social Work. His title was supervisor of the Negro program which was designed to serve the Negro constituency. This met one of the greatest welfare needs in Greenville.

This Negro program was experimental for three months. After that time the Community Chest accepted the supervisor as a regular member of the Family Welfare Society Staff with office at Phyllis Wheatley Center through arrangement with the Phyllis Wheatley Board of Directors.¹

Mental Hygiene.---Working on the theory that mental diseases and neuroses in later life have their roots in early life the Family Welfare Society of Greenville placed emphasis on the recognition and treatment of maladjustments occurring in childhood.

In 1941 the Family Welfare Board secured the volunteer services of a psychologists who administered intelligence tests and interpreted the findings to aid in solving problems of unsatisfactory school adjustment. During the same year this agency also gained access to the mental hygiene clinic that was held monthly at the Greenville General Hospital. This clinic service operated from the State Hospital and was designed originally for a follow-up service for patients discharged from the hospital. The

¹Minutes of the Board Meetings of the Family Welfare Society of Greenville, South Carolina for September, 1941.

clinic offered consultation services to the Family Welfare Society and also undertook the actual treatment of individuals who had not reached the stage for hospitalization.¹

Visiting Teacher.--Through a cooperative plan between the Family Welfare Society and the Board of Public Education of Greenville, South Carolina the white Visiting Teacher of the city schools received supervision from the Family Welfare Agency from September, 1941 to January, 1943. She was also employed by the Family Agency during the summer months and was an invaluable aid in interpreting to teachers the services of the Family Agency in pointing out the significance of early symptoms of child behavior.²

Emergency Maternity Shelter.--The Family Welfare Society offered consultation services to the Emergency Maternity Shelter, the work of which has grown until the present program includes prenatal clinics, delivery service, ten days post partum care, feeding and well baby clinics and convalescent and emergency care for infants. The Shelter has provided a real maternity and child health service to the indigent white group of Greenville County.³

Membership in the Family Welfare Association of America.--Membership in the Family Welfare Association of America was one of the goals of the Greenville Family Organization and on April 28, 1939 consultation regarding eligibility was held with a representative of the Family Welfare

¹Thomas Devine, "The Greater Greenville Plan," Survey Under Auspices of Community Chest and Council (Greenville, 1940), p. 20.

²Ibid., pp. 20-21.

³Ibid., p. 24.

Association of America. The following statement made by the Family Welfare consultant seemed to indicate that the relief responsibility being assumed by the Greenville Agency was one aspect of its work which failed to meet membership requirements.

An agency must serve the community needs but must limit its services to its special fields. The danger is misinterpretation of the purpose of such an agency, as in this busy time of mass government relief individual guidance. For that reason the Family Agency must always remember its clients as individuals. The purpose of the agency is to give a specific type of case work to maladjusted, unhappy people--things other than material relief. The place of the private agency, such as the Family Welfare Society, is to interpret relief needs and guidance to the community. Relief is necessary as a purpose and the agency must always regard the individual dignity of the client.¹

By May 8, 1942 the Greenville Family Agency had qualified for membership in the Family Welfare Association of America and since that time has remained affiliated. This membership gives evidence of the fact that: the Greenville Agency's basic activity is family social work; that its Board is active and responsible; that its Staff is paid and trained; that its financial policy is defined; that is, its funds are received from private sources.

Staff Changes.--The conditions of World War II brought changes to the Family Welfare Society. The Supervisor of the Negro program was drafted in the Marine Corps in May, 1943. Prior to his leaving the Family Welfare Board of Directors and the Greenville Board of Public Education devised a cooperative plan whereby the writer became a part-time worker with the Family Welfare Society and part-time visiting teacher in the Negro public schools. This temporary arrangement continued until the former Negro

¹Minutes of the Board Meetings of the Family Welfare Society, Greenville, South Carolina, May 8, 1942.

supervisor returned from the Marine Corps.

In March, 1944 the first permanent Executive Secretary resigned to accept employment with the Social Protection Bureau. She recommended the case work supervisor as her successor. This recommendation was accepted by the Board of Directors. The new executive had previous experience as supervisor of case work in family agencies both in Hartford, Connecticut and in Atlanta, Georgia.

At the 1945 annual meeting the name of the Greenville Family Agency was changed from that of Family Welfare Society to that of Family Service Association. It was felt that the former name conveyed the functions of relief, whereas the latter conveyed service.¹

The Board of Directors released the writer in May, 1946 to complete her training at the Atlanta University School of Social Work, Atlanta, Georgia. The former Negro Supervisor was discharged from the Marine Corps in July, 1946. He resumed his duties as supervisor of the Negro program of the Family Service Association September 8, of the same year.

Financial Aspects

Fund raising was the major problem of the Agency the first year. The success of the Society in its effort to win a permanent place in the community came after a short courageous struggle. Sometimes the recognized relief needs were beyond the allotted budget. The Agency Board members and church organizations rallied to provide the necessary support. This pattern which the Family Welfare Society followed in its struggle for existence is essentially the same as that followed by private agencies

¹Minutes of the Board Meetings of the Family Welfare Society, Greenville, South Carolina, September, 1945.

confronted with a pioneering job in attempting to attain their objectives and aims.

Source of Agency Budget.--The Family Service Association since its establishment has been a member agency of the Greenville Community Chest. This membership meant that the Agency would not rely on its own campaign and drives to raise its funds. Membership in the Community Chest entailed several obligations on the part of its member agencies. Annual budgets had to be calculated six months in advance of the beginning of the budget year. Budget items were not only scrutinized by the Chest budget committee but reviewed in detail by a sub-committee of the Chest budget committee from the point of view of helping the Agency plan its expenditures. Other points of agreement between the agency participating in the Chest budget and membership in the Council of Social Agencies are:

1. To accept the apportionment of funds made to agencies by the budget committee and approved by the Board of Directors of the Greenville Community Chest.
2. To solicit no funds for current expenses from current contributors to the Greenville Community Chest.
3. To maintain responsible management with the Board of Directors or administrative committee which shall meet at least nine times per year.
4. To cooperate with other agencies in preventing suplication of effort and in promoting efficiency and economy of administration.
5. To undertake no new social service function unless such program shall be approved by the Executive Committee of the Council of Social Agencies.
6. To furnish the Board of Directors of the Greenville Community Chest with monthly detailed statement showing all income and expenditures.
7. To keep books of account in accordance with the uniformed system of accounting prescribed, which books and records shall be audited annually, or more frequently if deemed necessary by the Board of Directors of the Greenville Community Chest.
8. To comply with such uniformed rules, regulations and standards as

may from time to time be prescribed.¹

Milk Fund.--The Society was responsible for the milk fund. The amount of money appropriated for milk by no means met the milk needs. It was used primarily for sick children but many requests went unfilled because of lack of funds.²

¹Board Members Manual of the Greenville Community Chest, Greenville, South Carolina, p. 7.

²Minutes of the Board Meeting of the Family Service Association, Greenville, South Carolina, August, 1944.

TABLE 1

SOURCES OF FUNDS EXPENDED BY THE FAMILY WELFARE SOCIETY, 1938-1946

Year	Junior Charities	Local Contributions	Community Chest	Refunds	Milk Funds	Totals
1938	—	—	5,926.25	67.27	2,586.81	8,061.50
1939	1,800.00	160.61	8,494.00	24.85	2,304.74	12,783.91
1940	1,800.00	351.00	9,500.00	110.00	1,078.95	12,540.05
1941	1,800.00	500.00	11,000.00	—	500.00	11,800.00
1942	1,800.00	438.00	9,500.00	141.21	141.27	12,575.42
1943	1,800.00	1,030.24	11,300.00	504.50	306.00	12,880.60
1944	—	355.37	11,959.68	450.00	154.00	12,919.87
1945	—	1,062.35	14,421.91	—	141.00	14,562.91
1946	—	184.50	15,326.85	—	256.00	15,767.56

Source: Annual reports of the Family Welfare Society, Greenville, South Carolina, 1937-46.

Table I shows that from 73 to 92 per cent of the Family Welfare Society's annual income since its establishment was contributed by the Community Chest of Greater Greenville. Table I also shows that the Junior Charities contributed 22 per cent of the Agency's budget in 1939. Although the Junior Charities gave the same amount each year the contribution amounted to only 8 per cent of the Agency's budget in 1943. The reason for this decrease in percentage was due to the increased Community Chest appropriations. Local contributions as shown in Table I have amounted to from one to three per cent of the Agency's total yearly income. Material goods were added to the local milk fund of which the Family Agency assumed responsibility and amounted to, as was seen in Table I, twenty per cent of the Agency's income in 1938. A gradual decrease was seen in the amount of money granted by the milk fund source. That reduction was also due to the increase in the Agency's budget.

Expenditure of Agency Budget.--In spite of the Agency's fundamental purpose the general impression in the beginning of the public had been that the Family Service Association was established as a relief agency whose only function was that of giving charity. Charity to them was often translated in terms of food, clothing, shelter, and fuel.¹ As public funds increased to meet economic problems the Family Agency's funds for administrative and operative cost increased.

¹Annual Report of the Family Welfare Society, Greenville, South Carolina, November, 1939.

TABLE 2

EXPENDITURE OF FAMILY WELFARE SOCIETY, 1938-1946

Year	Administrative and case work Service	Relief	Operation	Total
1938	\$ 4,476.86	\$ 4,203.54	\$ 215.28	\$ 8,061.16
1939	6,676.76	6,649.56	142.54	12,783.90
1940	7,908.06	5,248.51	276.97	12,539.51
1941	8,070.00	4,446.00	257.53	11,799.53
1942	8,320.00	5,068.86	186.00	12,574.86
1943	7,258.66	5,491.57	130.15	12,880.38
1944	7,119.57	5,669.58	130.15	12,919.30
1945	8,089.33	6,052.21	421.16	14,562.70
1946	8,516.29	6,757.86	493.39	15,767.54

Source: Annual reports of the Family Welfare Society 1937-46.

Table II shows that 52 per cent of the Family Agency's budget was spent for relief purposes in 1938. Not only in 1938 but in each successive year this table reveals that the Agency has spent a disproportionate amount of its funds for economic problems. This was because of the lack of adequate public relief. Table II also shows that only 32 per cent of the Agency's budget was spent for administrative and case work services in 1938. However, from 1940 through 1944 Table II reveals that administration cost in case work services required from 68 per cent to 72 per cent of the Agency's budget. That increase was greatly accelerated by conditions of World War II when the need for counseling services was felt and self supporting clients were referred to the Agency by the churches, schools, industries and the army.

From November, 1943 to June, 1946, 1,783 families representing 6,625 individuals were given temporary relief. There were families in which the maximum earning capacity was not sufficient for essentials. These inadequate incomes needed supplementation and in instance the partially employable

persons were ineligible for public assistance, consequently, they remained the responsibility of the Family Agency.¹

Work of the Agency

The major service of the Agency gradually developed to that of counseling with families and individuals whose primary need was not financial assistance. However, financial assistance was often necessary and the Organization worked toward establishing adequate funds to meet this need.²

The Agency realized that the immediate need of a family was sometimes met with material relief-food, fuel, or rent. However, the family with the deserted or widowed mother, or with an intemperate or incapacitated father, would be inadequately served by the mere repetition of handing out material relief with no attempt to help solve the underlying problems. The immediate needs were most apparent but removal of the cause was of far greater importance. This is true from the standpoint of both client and Agency.

¹Annual Reports of the Family Welfare Society, November, 1947.

²Ibid., p. 4.

³Ibid., p. 5.

TABLE 3

NUMBER OF APPLICANTS AND CASES TREATED BY THE FAMILY
WELFARE SOCIETY, 1938-1946

Year	Applications	Cases Carried Forward	New Cases	Reopened Cases	Total Cases
1938	781	302	215	-	517
1939	701	215	192	67	474
1940	806	205	190	40	435
1941	796	186	187	87	460
1942	860	179	179	76	434
1943	751	163	193	66	422
1944	826	175	185	81	441
1945	902	182	200	85	467
1946	796	203	173	72	448

Source: Annual Report of the Family Welfare Society, 1937-46.

Table III shows that 53 per cent of the applicants were accepted for service by the Family Agency in 1938 whereas only 27 per cent of the applicants were accepted for service in 1939. The limited relief budget of the Family Agency and recognition that the relief function was definitely a public agency one made it impossible and undesirable for the Family Service Association to make its major service, relief. However, according to Table III each subsequent year since 1938 the staff was continually compiling material on unmet relief needs that came to the attention of the Agency in order that this data would be made available to the community. Those findings were used to urge more adequate appropriation for the public Agency for relief expenditures.

The Family Agency recognized as one of its major functions: interviewing, interpretation, and referral of clients who did not need the service of this Agency to the Agency that could offer the needed help. Table III shows that 72 per cent of the applicants who were referred to other agencies for

TABLE 4

MARITAL STATUS OF CASES TREATED BY THE FAMILY
WELFARE SOCIETY, 1938-1946

Year	Married	Widowed	Divorced	Separated	Single	Total
1938	187	67	27	139	97	517
1939	197	54	16	124	83	474
1940	165	41	10	133	76	425
1941	193	37	26	141	63	460
1942	197	26	13	139	59	434
1943	200	22	10	142	48	422
1944	201	31	15	137	57	441
1945	208	20	9	159	71	467
1946	197	14	7	148	82	448

Source: Annual Reports of the Family Welfare Society, 1937-46.

The Family Agency developed continuous relationship with the new referral resources, and still maintained its relationship to former ones to strengthen them when necessary. Table IV shows that the reopened cases ranged from 9 per cent to 19 per cent in Agency service. Table IV also reveals that more married couples were serviced by the agency than any other group. In 1939, approximately 50 per cent of the clients were married. The same percentage was true of the married group in 1942. Table IV also shows that 38 per cent of the problems presented by the clients fell into the category of desertion. The small percentage of divorces that are shown in Table IV may be attributed to the fact that the State of South Carolina grants no divorces. Table IV indicates a gradual decrease in both the widow and single groups except in the year 1945 when single group service ranged between 15 per cent and 16 per cent respectively.

The Family Service Association is the only case work Agency in Greenville, South Carolina and the Agency is a vital and intrinsic part of the community and essential to its welfare. Many people with domestic

problems did not think of the Family Agency as a place equipped to serve them and if they thought of it did not go. This was due; first to the lack of knowledge about resource; and second, to the lack of understanding or confidence about its services.¹

The problem that faced the Agency in Greenville was whether or not the Agency should carry interpretation throughout Greater Greenville when the case loads were already high and the budget was inadequate. The case workers felt the strain and there seemed to be no possibility of increasing the staff to meet this pressure or to absorb the increased load without seriously affecting the quality of service.

The Family Agency attempted to solve this problem through the development of an inter-agency case committee. This committee was organized in June, 1941. Its members were representatives from the Greenville Travelers Aid Society, American Red Cross, Department of Public Welfare, Phyllis Wheatley Center, Visiting Teacher Department, and the Family Service Association.

The readiness of an agency and its staff members to learn involves gathering greater knowledge about other community groups; yet it is more than knowledge. Acquiring a fresh view point is part of it and a getting down to brass tacks about attitudes toward each other is the other part. Regardless to who is reached, a teacher, a parents group, or a union official, to start with an awareness of the other agencies problems gives the most promise for more basic understanding and respect on all sides.²

¹Annual Report of the Family Service Association, November, 1945, p. 2.

²Herman D. Stein, "Interpretation Policy for the Family Agency," The Family, (February, 1946), p. 2.

As the case committee progressed, the Family Agency put forth efforts, regardless to high or low intake to make the community alert to its usefulness through channels such as newspapers, radio, and meetings. Many clients came to the Agency with a poor understanding of what they could expect and with needs that could not be met adequately by the Agency. It was evident that a large number of people in Greenville faced problems with which the Family Agency was equipped to deal, but only a slight proportion of that number actually applied for help.¹ Because of this the Agency continued to be greatly concerned about the extent to which the real needs in the community are being met. Consequently, its program of publicity and interpretation is emphasized and is one in which both public-relation experts and volunteer workers are used.

The Executive Secretary.--The Secretary is responsible for the administration of the affairs of the Society; she has the responsibility of authorizing the case workers to accept or reject applications for service; and is subject to the Board's decision in cases which affect the general policies of the Agency. She serves as secretary of the Board and of all committees, and has power to allocate the responsibilities to staff members in the interest of efficient administration.²

Case Workers.--The practice of the Society is to give individualized help to persons in trouble or need. The case workers, as the people actually doing the job, need to be persons of high qualifications and high personal integrity. Since the first year the Agency has taken decided

¹Personal interview, Miss Jane Whitlock, Executive Secretary, Family Service Association, Greenville, South Carolina, June 6, 1947.

²Ibid.

steps to raise its standards by employing competent and trained case workers. It is the policy of the Agency to make every provision possible for further education and training for their workers. It is also urged that the members attend the State Conference of Social Work. For this purpose a certain fund is set aside each year and its expenditure is left to the discretion of the Executive Secretary.

Clerical Staff.--The office secretary is responsible for all office routine including secretarial duties, statistical reports of white and Negro divisions. The secretary of the Negro division is responsible for office routine and other secretarial duties.

Personal Practices.--It is a policy of the Agency to provide staff members a month vacation and the clerical staff two weeks per year. Each worker is allowed one week-end once a month. By special arrangements vacation may be taken outside of regular vacation time.

The major objectives of the Agency are broad sufficiently general that it may follow, as it has, since its origin, a program flexible enough to meet the need in the community.

CHAPTER V

SUMMARY AND CONCLUSION

The study of the program of the Family Service Association of Greater Greenville, South Carolina shows that the Agency was organized in 1937, one year following a survey that was financed by the Russell Sage Foundation and conducted by Furman University. Results of this survey gave evidence of the need for family social work in Greenville and the Family Welfare Association of America provided consultation services to help with the establishment of this agency. Its organization followed the basic pattern of the Charity Organization Movement, and its role in cooperating with initiating other community social agencies paralleled the history of other family agencies.

The purpose of the Greenville Family Agency as outlined in its charter is as follows:

1. Wherever possible to restore disadvantaged families to social self-sufficiency and normal life, by means of careful planning and carrying out such plans, which may involve relief, employment, medical care, education, and the solution of family difficulties of all kinds whether due to internal or external causes.
2. To take part in the community's program for social betterment, seeking in council with other agencies--to lessen those abuses in society which are causal factors in undermining the well-being of individual families.
3. To serve as a cooperative center for all agencies interested in the various phases of family social work.

The organizing group gave evidence of recognizing social work as a profession first by its attempt to obtain professionally trained agency staff and second by its efforts to secure adequate funds to provide the

services needed by the people for whom the agency was being established to serve.

At this time limitation within the Department of Public Welfare made it necessary for the Family Agency to assume a relief responsibility. In order to meet this major economic need in the community, the Family Agency sought funds to supplement the budget granted by the Community Chest; and carried on continuous interpretation in the community regarding the need for more adequate funds for public assistance. As a result public funds and programs were expanded, thereby enabling the Family Service Organization to increase its case work services.

From the findings in this study, these observations may be cited.

(1) The agency has served family groups and individuals. (2) Referrals of clients to other social agencies indicated the Family Agency's role in the community's program for social betterment. Such referrals represented approximately 50 per cent of the total application to the agency from 1937 to 1946. (3) The low frequency of recurrent applications may determine the satisfaction in which the problems of most of the clients were met. In a like manner, the fact that applicants did return for additional service evidences the freedom they felt to reapply. (4) The agency gave stimulus to the development and growth of the Legal Aid Society and of the Social Service Exchange. The establishment of these resources not only facilitated the agency efforts in its attempt to assist clients in the solution of their economic, emotional and social problems but also facilitated the efforts of other agencies in their attempt to prevent factors that caused family breakdown. (5) The Family Agency increased the availability of case work service within the community through its service to the city school system and the Greenville Maternity Shelter. (6) It is significant that the agency

was the first social agency in Greenville county to employ Negro case workers. The total findings indicated that the agency has expanded in relation to function and scope.

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